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INTERPERSONAL INFLUENCE PROCESSES
IN NAVY PORT CALLS

April 1966

Albert Jenny, 2nd

HSR-RR-66/4As

Prepared by
Human Sciences Research, Inc.

for
Office of Naval Research
on
Contract Nonr-4346-(00)



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FOREWORD

This report has been produced as one part of a research project conducted by Human Sciences Research, Inc., under contract to the Office of Naval Research.¹ The scope of the project is broad, being concerned with the application of research techniques in support of more effective performance of psychological operations in a naval context. This has involved identification of these operations, development of a means for their analysis, examination of missions, operations, and training, and definition of research requirements for increasing operational effectiveness. These project activities have been performed within specific research tasks leading to the following five primary reports:

Bailey, G. C. An analysis and delineation of the concept of psychological operations. McLean, Va.: Human Sciences Research, HSR-RR-66/3As, 1966.

In this report, the nature and scope of psychological operations are defined through development of a conceptual framework linking the dynamics of cross-cultural influence processes and domestic governmental policy-making processes. Data descriptive of the relationships between dimensions of psychological operations and determinants of this action are identified as the primary information requirement for planning and conduct of psychological operations. A structure for psychological operations research, a means for assessing research requirements, and specific suggestions for research are made in connection with this development.

¹Contract Nonr-4346-(00), A Delineation of the Navy Role in Psychological Operations. Group Psychology Branch, Psychological Sciences Division, Office of Naval Research.

Rambo, A. T. A preliminary analysis of naval unconventional warfare. McLean, Va.: Human Sciences Research, HSR-RR-66/2As, 1966.

Characteristics of revolutionary and resistance warfare are defined as major situational contexts for the conduct of psychological operations. The phases of an insurgency are differentiated in terms of the shifting balance of resources available to the protagonists, and the role of ecological factors as constraints upon the utilization of resources is described. Specific Navy missions are analyzed from the point of view of traditional naval functions and through a case history of naval operations in the World War II Philippine resistance movement.

Jenny, A., 2nd. Interpersonal influence processes in Navy port calls. McLean, Va.: Human Sciences Research, HSR-RR-66/4As, 1966.

Two existing Navy psychological operations activities--a cross-cultural training program and an operational welfare program--are described and analyzed in the context of the port call. Problems in predicting the effects of contacts made with individuals and groups in foreign port cities are examined. Recommendations are made for research on processes of diffusion of information and affective states, and on the effects of frequency and context within which informal contacts are made.

Bailey, G. C. The utilization of foreign languages in naval psychological operations. McLean, Va.: Human Sciences Research, HSR-RR-66/9As, 1964(AD 606995).

An analysis of the decisions made in the administration of foreign language training revealed that information about the use of languages in missions was not being systematically employed because such knowledge does not generally exist. Through an examination of the functions which language usage serves for the foreign national, criteria are suggested for planning and evaluating missions. Analysis of the functions which language training serves for the user helps define criteria for training which prepare him for more effective performance in foreign cultures.

Jenny, A., 2nd. Toward a psychological operations information and analysis center. McLean, Va.: Human Sciences Research, HSR-RR-66/1As, 1966.

The concept of an information and analysis center is explored, in which information about psychological operations missions, influence processes, and traditions and behavioral patterns of recipient peoples can be brought together for use in solving operational problems. Characteristics of such a center are delineated, potentially contributory information sources are identified, and a modular approach toward implementation of the center concept is recommended.

Analysis of the foregoing topics was concurrent with the development of the conceptual framework; these studies, therefore, do not constitute applications of this framework. Rather, they contribute to, and are consistent with, the viewpoint of the overall framework. Similarly, other research activities--such as interviewing Navy personnel returned from overseas assignments and providing a critique of a Navy counterinsurgency training course, which have been reported in three additional technical notes--are aimed at contributing to a general understanding of the Navy's role in psychological operations.

The research products noted in the above reports conclude the first phase of HSR's activity in the area of naval psychological operations spanning the period from 1 January 1964 to 31 December 1965. Throughout this period, the research has benefited from the guidance of Mr. Luigi Petrullo, Head, Group Psychology Branch, Psychological Sciences Division, Office of Naval Research, who recognized the need for broad scope conceptual treatment of psychological operations as a basis for programming contributory behavioral science research, and for bridging the gap between such research and operational problem solving.

ABSTRACT

This report analyzes the problems and possibilities inherent in increasing mutual understanding between the people of the United States and those of other countries through individual and small-group contacts during visits by Navy ships to foreign ports. Consideration is given to the Navy's capability for making a significant contribution to U. S. relations with other countries through the large number of visits per year afforded by port calls, where American servicemen meet foreign nationals in many walks of life. Two Navy programs specifically oriented in this direction are outlined. These are the People-to-People Program and Project Handclasp. The port call, which makes implementation of these programs possible, is also described.

Subsequent to an analysis of the nature of these operations, problems encountered in determining the effectiveness and direction of the process are delineated, and relevant research areas are identified. These involve the analysis of direct effects of informal visits on recipient social units, and examination of the phenomena of diffusion of informational and affective states. Recommendations were made for research on the effects of frequency and context within which informal contacts are made, the diffusion process, and on the evaluation over periods of time of the consequences of port calls.

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I. Introduction

For a little less than ten years, the U. S. Navy has been performing a general mission within the area of psychological operations which had no formally planned counterpart in earlier times. Through the opportunity for contact with foreign nationals provided by port calls and other overseas missions, the Navy has been able to participate in the People-to-People Program and has developed auxiliary activities, with similar ends, such as Project Handclasp.

It is the object of this paper to describe the People-to-People Program and Project Handclasp in the context of the Navy port call, and to infer from this analysis what kinds of research would be required to examine the potential usefulness of these activities, and to ascertain ways in which they can be improved to support overall U. S. efforts toward achievement of national policy objectives.

The current world scene is characterized by a number of major technological developments, at least two of which point toward a qualitative change in international relations. Ever swifter and more abundant means of transportation and communication have brought formerly obscure and distant problems into the world of everyday reality and urgency, while the advent of the nuclear age has underscored the importance of realistic efforts toward the solution of international problems without resort to armed conflict.

In this paper, the process of dealing with the problems and possibilities inherent in increasing mutual understanding between the people of the United States and those of other countries, in the context of individual and small group contacts, will be considered. It is the present and potential Naval role in this process through such activities as the People-to-People Program and Project Handclasp which this paper proposes to examine.

The influence process occurs at all levels, from the international confrontations of super-states like the U. S. A., and the Soviet Union to dealings between individuals in every walk of life. At any of these levels, the technique may fail--hostility may be aroused, or the advantage may not be secured, or both--and "cold" or "hot" belligerency may take the place of persuasive measures. Both upper and lower

level governmental representatives engage in influence processes, whenever they represent instrumentalities of governments and seek specific solutions to particular conflicts or problems. The interpersonal influence process of concern here, is the direct contact between "non-national" citizens of two or more nations in the context of securing the general advantage of mutual goodwill and approval, whether consciously sought or merely the fortunate result of friendly interaction.

The agents of this process are any American nationals who, for one reason or another, are in contact with aliens. It is clear that individual skills at this level, in the creation and maintenance of attitudes and behavior friendly to the U. S., will vary in accordance with the highly variable and unrecorded life-experiences and insights which Americans bring with them overseas. What they hold to be good or true--their values and beliefs--will be operative in estimates of the necessity or possibility of winning friends, not to mention in the techniques employed to bring this about. A few will have a great deal of ability and interest along these lines. Many will not.

This uncertainty could conceivably be reduced if training were obtainable emphasizing the importance of international goodwill. If the serviceman or tourist could be informed as to the art of cross-cultural interaction--how to take advantage of specific cultural differences and avoid the pitfalls of others in affective interactions, much friction could be avoided. Such training, of course, is either not available at all, or is given in minimal form to a small, select group of traveling Americans (certain Foreign Service and Military Assistance Program personnel, some Agency for International Development representatives, Peace Corps members, etc.).¹

Assuming the requisite training were developed and applied, and considerable success achieved in winning friends among the general population of one or more foreign countries, there is an important question of whether and how such goodwill toward the U. S. might spread from the points of contact to the politically

¹The Foreign Service Institute conducts courses dealing with linguistic and cultural data for Foreign Service Officers and other military and governmental representatives.

powerful of the nations concerned. Would this occur through the pressure of public opinion, the verdict of an election, or perhaps not at all? Furthermore, would the successful communication of goodwill on a people-to-people basis make any difference in actions of foreign governments, if U. S. policies were deemed contrary to the national interest of the country concerned, either by its people or its government? Before treating these and other questions in greater depth, a brief survey of the current status of Naval programs and activity related to port calls will be presented.

II. The Navy People-to-People Program

The U. S. Navy has many opportunities for informal social contact across national boundaries, since it regularly transports large numbers of American citizen-servicemen to and from foreign ports and is specifically responsible for their training. In 1965, there were 7,604 U. S. Navy port calls throughout the world, permitting contact between nearly two million Americans and a much larger number of foreign nationals.¹ Beginnings have already been made in the development of this potential through the Navy People-to-People Program, administered by the Bureau of Naval Personnel (BuPers),² designed to encourage and structure friendly attitudes and behavior in Naval personnel toward foreign nationals.

The development of the Navy People-to-People Program began as one response to questions raised by President Eisenhower at a White House Conference held in September, 1956. He was concerned with dispelling ignorance of U. S. policies, presenting "our own case," strengthening friendships and learning from others, in the context of international relations.³ Subsequently, some 40 People-to-People Committees were organized, including the Armed Services People-to-People Committee,⁴ to implement this concept, and strong support developed from the outset on the part of BuPers. Pocket guides to overseas areas, language booklets, and other published materials were supplied to Naval personnel, their dependents and other interested parties by the Directorate for Armed Forces Information and Education (AFIE).

¹Information obtained from Lt. William N. Gengler, USN, Office of Information.

²People-to-People is a section of the Educational Services Branch of BuPers, formerly headed by Cmdr. J. P. Dickson, USNR. His Deputy Head and Projects Assistant, Mr. David Rosenberg, is still carrying on overseasmanship briefings. See: Dickson, Cmdr. J. P., USNR, "Overseasmanship" Training, Naval Training Bulletin (BuPers), Winter 1962-63, p. 26-33, and Clarke, Capt. W. E., USN, "Overseasmanship" Spells Diplomacy, Naval Aviation News, April 1963, p. 12-13.

³Naval Training Bulletin, op. cit., p. 27.

⁴SECNAV INSTRUCTION 5710.12, 11 June 1959, p. 1. (The referenced document is attached as Appendix A to this report.)

Following these preliminary efforts, the program was influenced by the Bendetson Committee report to Secretary of Defense McNamara,⁵ which called for improvement and amplification of the so-called "non-military" type of instruction for the Armed Forces. Among other things, it was recommended that the provision of general information and news for troops be differentiated from instruction in "topics, other than technical military training, which will best enable the serviceman and his unit to fulfill their expanded military roles and missions."⁶ This can best be interpreted as meaning that instruction in cultural and behavioral matters in a psychological operations context would be clearly differentiated from chalk talks and general news coverage for servicemen, and that such instruction was to be considered of parallel importance to weaponry, tactics, and other traditional military training. It was intended that the new type of military instruction and duty of command be carried out with the same sense of excellence which characterizes more strictly technical military training. It was further recommended that General Military Training embrace four broad subject areas: The American Political Tradition, Communism-in-Action, National Policies, and Area Orientation. The latter was to include "an adequate knowledge of the geography, customs, institutions, and way of life in the various foreign lands in which the soldier is required to serve."⁷

All four aspects of General Military Training are treated by the Navy under the Personnel Development Program of BuPers with the objective of making it possible for such personnel to be better able to answer questions about the "American way of life," and to cope with unfavorable criticism of U. S. policies and behavior patterns.

⁵This Committee, known officially as the Advisory Committee on Non-Military Instruction, was formed in response to criticism by the Stennis Committee of the Senate concerning the quality of anti-communist teachings in the Armed Forces. It was claimed that only negative positions were taught, and that insufficient attention was given to the advantages of Western democracy. See Report to the Secretary of Defense of the Advisory Committee on Non-Military Instruction, July 20, 1962, Washington, D. C.

⁶Ibid., p. 7.

⁷Ibid., pp. 13-14.

When it became apparent that this kind of training, pocket guides and the like were insufficient for effective implementation of the People-to-People program,⁸ a unique approach was organized by BuPers, utilizing a series of shipboard presentations, in the form of entertainment, of what came to be known as "overseasmanship." It is reported that performances of this kind had been seen, as of 1965, by approximately 100,000 men on 250 ships.⁹ "Overseasmanship" deals with knowledge of the customs, taboos, food habits, and general cultural attributes of some of the peoples about to be visited. Practicing the art of "overseasmanship" was contrasted with having a "carousing good time" when on liberty in a foreign port, in terms of image building.

Administrators, teachers, and pupils of the Navy's overseas dependents' schools were enlisted in the People-to-People program.¹⁰ The languages of the host countries where these schools are located are being taught at all grade levels.¹¹ Thus, an existing institution, the school system provided for overseas servicemen's children, has been utilized in furthering the cause of international friendship. Sources outside the Navy are producing training materials relevant to the People-to-People Program.¹² The Office of the Deputy for Plans and Programs in AFIE produces the area guides referred to earlier, and is developing a program called "The Overseas Serviceman."¹³ This program is intended to implement the AFIE point of view that overseasmanship training should not be a single, high intensity effort, beginning and ending with "briefing" performance, but a long-range part of regular training. A film, "America's Critics", has been produced which presents a series of vignettes, illustrating the practical steps developed by Dr. Conroy of

⁸ Naval Training Bulletin, op. cit., p. 28

⁹ Dickson, Cmdr. J. P., USNR (Retired), "Overseasmanship" Training in the Navy, U. S. Naval Institute Proc., August, 1965, p. 145.

¹⁰ Dickson, Cmdr. J. P., USNR, People-to-People Program, Overseas Dependents Schools Newsletter (BuPers), November, 1961, I, p. 1.

¹¹ Ibid., p. 1

¹² Information supplied by Major Ballou, USA, AFIE.

¹³ Ibid.

the U. S. Department of State for dealing with critics, agitators, or simply curious foreigners.¹⁴ AFIE has also issued two publications: "Serving Your Country Overseas," a completely revised successor to "Americans Abroad" (U. S. national policies, and reasons for past actions), "Facts about the U. S." (a survey of U. S. industry, culture, traditions, laws, etc.), and a third publication "Orientation Handbook" (to give the small unit commander information on what the serviceman can do to help his country while stationed overseas) is under consideration.¹⁵ United States Information Agency (USIA) consultants assist AFIE in its Overseas Serviceman Program. This material complements the People-to-People "overseasmanship" briefings, and area guides, which concentrate on the host country rather than the United States, and is in consonance with the recommendation of the Advisory Committee on Non-Military Instruction.

In spite of all these efforts to create a climate of opinion and a store of knowledge conducive to interaction in a favorable manner with foreign nationals, no overall program has been developed to exploit these possibilities to the full; the amount of time spent in training in this area for those personnel who are exposed to available programs is negligible. No operational doctrine for implementation of People-to-People Program goals has been developed. Implementation rests, on the one hand, upon chance encounters between Navy personnel who have been exposed to the program, and people of other countries, and, on the other, upon somewhat sporadic efforts on the part of U. S. representatives on shore (Consular and USIA officials, Naval attaches, and United Service Organization personnel) to arrange crew visits to local points of interest, visits on board ship of local people, and similar activities.

Nevertheless, the language used by Richard Jackson, Assistant Secretary of the Navy, indicates high hopes for the usefulness of the program. He writes,

¹⁴Information supplied by Mr. M. Halberstadt, Motion Pictures, AFIE.

¹⁵Information supplied by Mr. Harold Hayes, Publications, AFIE.

"It is the aim of the People-to-People Program to promote better mutual understanding, respect, and goodwill through direct person-to-person communication between Americans and citizens of other lands, thereby aiding in the ultimate achievement of a just and enduring peace."¹⁶

Again, under the heading Outlook, he writes,

"People-to-People is a growing and dynamic program, upon whose success the peace of the world may ultimately rest. Its beginning has been auspicious; its further development as a potent instrumentality in the furtherance of world peace and international understanding will depend in the last analysis upon the readiness of all Americans to devote the necessary time, thought, and energy to its consummation. It is of paramount importance that all members of the Navy and Marine Corps family continue to contribute their full share to this common endeavor."¹⁷

This presumed linkage between the People-to-People program and world peace will be examined further in Section V of this paper.

¹⁶ SECNAV INSTRUCTION 5710.12, op. cit., p. 1

¹⁷ Ibid., p. 2.

III. Project Handclasp

Another Navy program which originated independently of the People-to-People Program, but is fully compatible with its basic purpose, is Project Handclasp. This effort began in 1958 as Operation Handclasp, initiated by Commander C. M. Hanson, Operations Officer of Carrier Air Group II, in response to the needs of refugees from China. He personally solicited clothing, toys, medicines, and similar materials, arranged for their stowage aboard the carrier Shangri La, and distributed these goods in Pacific ports. On March 11, 1959, Philip C. Russell, UN, Information Officer in San Francisco, contacted Commander-in-Chief, Pacific (CINCPAC) urging "official recognition and implementation of the use of 'Spare Space on Ships' to transport needed materials to overseas ports."¹ This suggestion was approved,² and with the cooperation of a number of civilian agencies, Project Handclasp was under way. The following officer billets now exist within the Project: OPNAV Coordinator, Office of the Chief of Naval Operations (CNO), East Coast Director, Office of the Commander-in-Chief, Atlantic Fleet (CINCLANTFLT), West Coast Director, Office of the Commander-in-Chief, Pacific Fleet (CINCPACFLT), and Project Handclasp Coordinators (officers assigned collateral duties relative to Project Handclasp in various naval shore activities and fleet staffs afloat).

Official Navy doctrine regarding the background of the program is as follows:

"Project Handclasp evolved spontaneously from the desire of Naval personnel to enhance mutual respect and understanding with all peoples of the world. It was originally a voluntary effort which reflected the motivation of Navy men to act as individual ambassadors of good will. Since the inception of Handclasp in 1959, the distribution of food, clothing and medical supplies to peoples of foreign nations has been most gratifying. To date, several million pounds

¹ Wheeler, Phillip R. (Ed.), The friendly American. Washington, D. C.: Armed Forces Writers League (for the Department of the Navy), 1963, p. 251.

² CINCPACFLTNOTICE 4910, 8 October 1959 (referenced in The friendly American, op. cit., p. 251.)

of cargo have been transported in Navy ships for distribution to refugees and other deserving groups."³

The project has been considered one of the most valuable assets in the People-to-People effort, and the importance of avoiding any connotation of the use of the program for purely publicity reasons is stressed. The humanitarian aspect is to be the chief element of all releases concerning the program.⁴

A later Navy OPNAV instruction states:

"Project Handclasp is an official Navy program. The program evolved from the desire of naval personnel to assist people in foreign lands to help themselves to improve the conditions under which they live. Navy personnel, by acting as ambassadors of good will in the area visited by fleet units, have established new friends for the United States and attained great satisfaction in aiding the ultimate achievement of a just and enduring peace."⁵

Project Handclasp material falls into two categories, non-consigned and consigned. The former includes material for relief, friendship, and educational purposes, not specifically consigned, and to be distributed at the discretion of commanding officers. The latter consists of cargo destined for specific consignees abroad, provided by charitable organizations or individuals who have requested the Navy to donate shipping space.

Even though the Navy has generally carried over twice as much consigned cargo as it has non-consigned,⁶ it is largely the latter which affords an opportunity for people-to-people relations between Navy personnel and foreign nationals.

³ CINCLANTFLTINST 5726.2, 3 October 1962, Enclosure (1), p. 1. (The referenced document is attached as Appendix B to this report.)

⁴ Op. cit., pp. 1, 2.

⁵ OPNAV INSTRUCTION 5726.3A, 28 August 1964, p. 1. (The referenced document is attached as Appendix C to this report.)

⁶ Figures for 1963, supplied by Commander J. F. Dow, show that of a little under 2,000 tons of Project Handclasp material shipped that year, 1313.08 tons were consigned, while 605.69 tons were non-consigned items.

Consigned cargo is delivered to the agent of the consignor. These agents, who represent such organizations as World Medical Relief, CARE, and the Peace Corps, then distribute the goods. Thus, the ultimate recipients of consigned cargo are not known to the Navy, nor are they usually aware of the Navy's role. Non-consigned cargo, however, is distributed by the Navy to individuals, organizations, and communities. If the recipients are individuals, the distribution usually occurs under the auspices of local authorities. For example, toys intended for ultimate distribution to the children of flood victims in a Spanish village, were first received by a committee which included the village mayor. When a school, orphanage, hospital, or other institution receives Handclasp gifts, it is usually the director or staff that accepts them on behalf of the organization. Occasionally entire communities receive Handclasp cargo, as in "Operation Chah-bahar," a joint Iranian-American civic action project,⁷ where medical supplies, food, and clothing were distributed to destitute communities along the Persian Gulf.

Some non-consigned material is solicited from commercial sources and national organizations by the Project Handclasp Director, and is intended to augment the individual efforts by ships to acquire such items. Ships are limited to local non-commercial groups (charitable or non-profit organizations) in their drives.

Requests for ocean transportation of consigned cargo are referred to Commander, Services, Atlantic (COMSERVLANT), attention East Coast Director, Project Handclasp. The commander concerned determines whether the requestor is an individual or organization whose objectives are not prejudicial to the interests of the U. S.⁸ Upon acceptance, the requestor is advised of the

⁷ People-to-People Programs have been variously referred to, from time to time, as Community Relations Programs and Civic Action Projects.

⁸ This determination is to be assisted by the following publications:

- (a) Cumulative list, Publication No. 78, U. S. Treasury Dept. Internal Revenue Service, and semi-annual supplements issued June and December of each year.
- (b) Organizations Designated by the Attorney General of the United States Pursuant to Executive Order 10550 and published in the Federal Register under the

(continued)

location of the Project Handclasp warehouse. He must ship his material there at his own expense, . . . agree that transportation is on a space-available, not-to-interfere with fleet operations basis, that no liability will be assumed for loss or damage, that he will obtain the necessary U. S. export customs clearances and entry clearances into the foreign country when required, and that he will designate an agent at the port of discharge, prior to acceptance of the cargo for shipment.⁹

The East Coast Project Hardclasp Warehouse is located at the Naval Supply Center, Norfolk. Force and Type Commanders may establish other non-funded temporary storage points as required. A West Coast Project Handclasp Warehouse exists in San Diego. The East Coast Director reports to CINCLANTFLT, and the West Coast Director to CINCPACFLT.

Fleet, Type, Force, and Area Commanders are delegated the authority to approve requests for shipment of non-consigned Project Handclasp material. Approval of requests for shipment of consigned cargo is delegated to COMSERV-LANT. Shipments of special interest, which might have national or international implications are reported to the Chief of Naval Operations and CINCLANTFLT.

Foreign news coverage of Handclasp activities is considered desirable for public information purposes, while extravagant publicity is not. If there is any doubt as to the degree of publicity desirable, "local U. S. Naval sources, other U. S. military representatives, State Department, and United States Information Service representatives"¹⁰ are consulted for guidance as practicable.

(Footnote 8 continued)

title "Designation of Organizations in connection with Federal Employee Security Program."

(c) Register of Voluntary Agencies; published by the Advisory Committee on Voluntary Foreign Aid, International Cooperation Administration.

The above are listed as references (c), (d), and (e) in CINCLANTFLTINSTR 5726.2, 3 October 1962, p. 1. (See Appendix B.)

⁹ Ibid., Enclosure (1), p. 2.

¹⁰ Ibid., Enclosure (1), p. 5.

The local U. S. officials cooperate with the Navy in both Handclasp and other good will activities. The ships' stay in port is limited, but these local officials have the time needed to make contacts with foreign nationals and to gather relevant information. They help identify the recipients of Handclasp goods because they are in a position to distinguish between the really needy and those who might exploit the generosity of the Handclasp program. In some cases, the local U. S. officials participate in ceremonies surrounding the presentation of Handclasp gifts.

IV. The Port Call

In the words of Mahan, "As a nation, with its unarmed and armed shipping, launches forth from its own shores, the need is soon felt of points upon which the ships can rely for peaceful trading, for refuge and supplies. In the present day, friendly, though foreign, ports are to be found all over the world; and their shelter is enough while peace prevails."¹ Contacts between American Naval personnel and foreign nationals, in time of peace, occur during port calls, defined as visits by U. S. Naval vessels to foreign ports for a variety of reasons. Such visits are nearly always initiated by the U. S. State Department, acting either on the request of the Navy, other American government agencies, or on its own behalf. Occasionally, they may be initiated by the host country, but this is unusual. Ordinarily, the U. S. agency interested in having a Naval vessel call at a foreign port contacts the State Department, and the appropriate "country desk" requests the embassy of the nation concerned to extend an invitation to visit the port in question. Planning for the visit normally proceeds well in advance, so that scheduled port calls can be made on time. Rarely, a unit or fleet commander may initiate a port call at sea for repairs or supplies.

The fleet or task force commander of the unit of which the calling ship is a part makes arrangements for the ship to make the call. This is accomplished by transmission of the request (e. g., by CINCLANTFLT) through the Foreign Ministry of the government of the port country. A host nation rarely turns down a requested port call, but it may suggest an alteration in schedule (e. g., if a local election is taking place, or if a Russian ship is scheduled to be in port at the same time).

Not only are the intentional contacts between American personnel and foreign nationals in the context of the People-to-People Program and Project Handclasp made during port calls, but a very large number of contacts occur, which are part of no such program or policy, but which, nevertheless, may

¹ Mahan, Capt. A. T., USN. The influence of seapower upon history: 1660-1783. New York: Sagamore Press, 1957, pp. 23-24.

play a vital role in the influence process.

Just before arrival in port, certain information² is made available to local authorities and a foreign pilot comes on board to bring the ship into port. Upon arrival, the Senior Shore Patrol Officer (SSPO) is first to go ashore and sets up arrangements for shore patrol functions, usually with the local chief of police. If the port has areas which are "off limits" to U. S. personnel (either for protection of the troops or because of local political sensitivity), agreement is reached as to their location as well as to arrest and detention procedures. The SSPO then calls his men ashore and establishes patrols of troublesome areas; patrols may be conducted jointly with indigenous police.

The ship's Supply Officer has a number of contacts to make with local civilians, and usually requires someone from the ship's company to accompany him as an interpreter. He purchases fresh fruits and vegetables, contracts for garbage removal, obtains use of athletic fields, arranges for cleaning and pressing, arranges sale of U. S. magazines and newspapers, arranges volume purchase of local souvenir products, pays for tugs, pilots, pier space, and combination ladders, rents vehicles, and buys gas.

The ship's Commanding Officer has a number of protocol calls to make, and receives visits in return; this is also true of a Fleet Commander. Protocol calls involving foreign nationals usually include:

- . Senior state government official in residence,
- . Senior port city official, and
- . Senior foreign military officers.

If a Fleet Commander is aboard the ship making the port call, visits are more likely to include contacts with foreign ministry officials and representatives of international bodies such as NATO. Return calls are made one by one, with

² Berthing requirements (ship size), size of crew, name of CO, presence of a flag officer, availability of Project Handclasp material, space and luncheon facilities available for visitors, arrangements for reciprocal entertainment, and times ship will be available for visiting.

appropriate honors rendered according to regulations (e.g., the crew lines the ship's rail and gun salutes are fired).³

Project Handclasp deliveries and some programmed People-to-People activities may be carried out by the crew under direction, if any have been scheduled. Other People-to-People events take place informally, carried out by crew members on liberty, and involve using forms of courtesy in the local language, presenting photos of home and family in return for hospitality, and similar friendly gestures.

Shore activities lead to a variety of contacts between American naval personnel and the peoples of foreign lands, which tend to be characterized by a short duration. This mutual exposure embraces people of many walks of life, all ages, and both sexes in the numerous ports visited by U. S. Fleet units. (See Table 1).⁴ These contacts undoubtedly modify attitudes and behavior of foreign nationals toward U. S. personnel encountered and toward the United States, both positively and negatively.

³ U. S. Navy Regulations, Chapter 21.

⁴ Data in Table 1 was derived from items appearing in Commander Newsletter, U. S. Sixth Fleet and predecessor, 17 Feb. 1961 to 20 Sept. 1963.

	Adult Groups									
	Government		Professional		Entertainment		Sporting		Business and Labor	
	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female
Senior State Government Official in Residence	W									
Senior Port City Official	W									
Senior Foreign Military Officials		W								
Foreign Pilot				X						
Chief of Police				X						
Port Officials	Y									
Food Suppliers									Y	Y
News Vendors									Y	
Souvenir Shopkeepers									Y	
Laundrymen									Y	
Sanitation Crews									Y	
Hospital Staffs, Members of Press			Z	Z						
Acting Troupe, Choral Group						Z	Z			
Basketball, Volleyball, Chess Teams									Z	
Restaurant Proprietor, Unions, Factory Workers										Z
Mountain Villagers, Flood Victims										2
Church Congregations										
Prison Inmates										
Boy and Girl Scouts										
Ward Patients, Orphans										
Students										
Sick and Underprivileged										

Table 1. Some Reported U. S. -Foreign National Con-

A

W = Fleet Commander and Ship's Commanding Officer

X = Senior Shore Patrol Officer

Y = Supply Officer

Z = Other Officers and Enlisted Personnel

J. S.-Foreign National Contacts During Port Calls

V. Analysis of Missions during Port Calls

The basic operational sequence of current Navy activities in the People-to-People Program and Project Handclasp might be diagrammed, at the most general level, as in Figure 1, below:¹

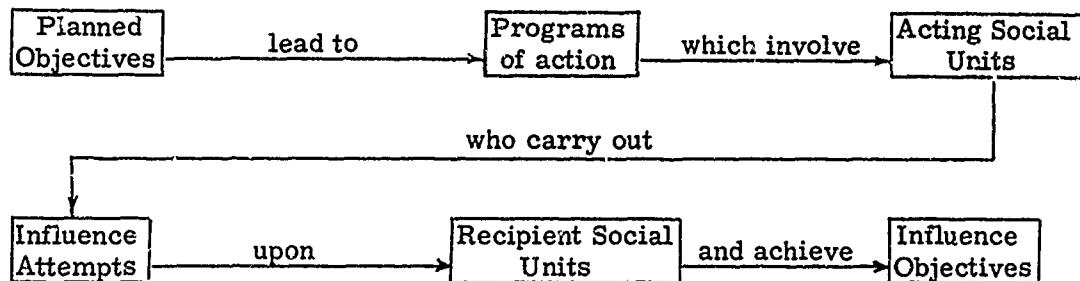


Figure 1. Sequence of Events in Port Call Operations

Planned objectives, in the context of psychological operations, involve the influencing of behavior through knowledge of, or assumptions about, one or more of the processes governing behavior of the members of another culture. Such influence objectives may vary all the way from deterrence to creating a favorable climate of opinion. In the latter case, People-to-People activities are applicable.

Programs of action are, in effect, planned People-to-People activities, whether of the more formal Project Handclasp variety, where goods and services (or training) are transferred to foreign nationals, or of the informal type, where simple friendliness is demonstrated (e.g., through being a guest of, or host to, foreign nationals, through learning the rudiments of a foreign tongue, or simply through generalized friendly interaction).

Acting social units are the individuals or groups of Navy personnel involved in the process, who contact foreign nationals; they include enlisted men, mixed teams of officers and men, and officers.

¹This sequence of events in port call operations is consistent with the paradigm for analysis of psychological operations in general presented in: Bailey, G. C. An analysis and delineation of the concept of psychological operations. McLean, Va.: Human Sciences Research, HSR-RR-66/3As, 1966.

Influence attempts can be divided into three major groups: services and items rendered (medical, educational, food, tools, toys, etc.); one-way contacts (radio, TV, and the press); and two-way contacts (verbal and non-verbal interactions). All of these are intended to maintain friendly attitudes and behavior or modify unfriendly or neutral positions in a favorable direction.

The recipient social units are the elements of a given foreign population, contacted by Americans, through the range of economic and social levels suggested by the examples given in Table 1.

Finally, the influence objectives achieved are, in the optimum case, identical with the planned objectives at the beginning of the sequence. An operational comparison of the influence objectives achieved with the planned objectives afford criteria for success of the mission.

While People-to-People and Project Handclasp programs make use of all available types of acting social units as well as influence attempts, as occasion demands, the data indicate that they operate most usually as shown in Figure 2:

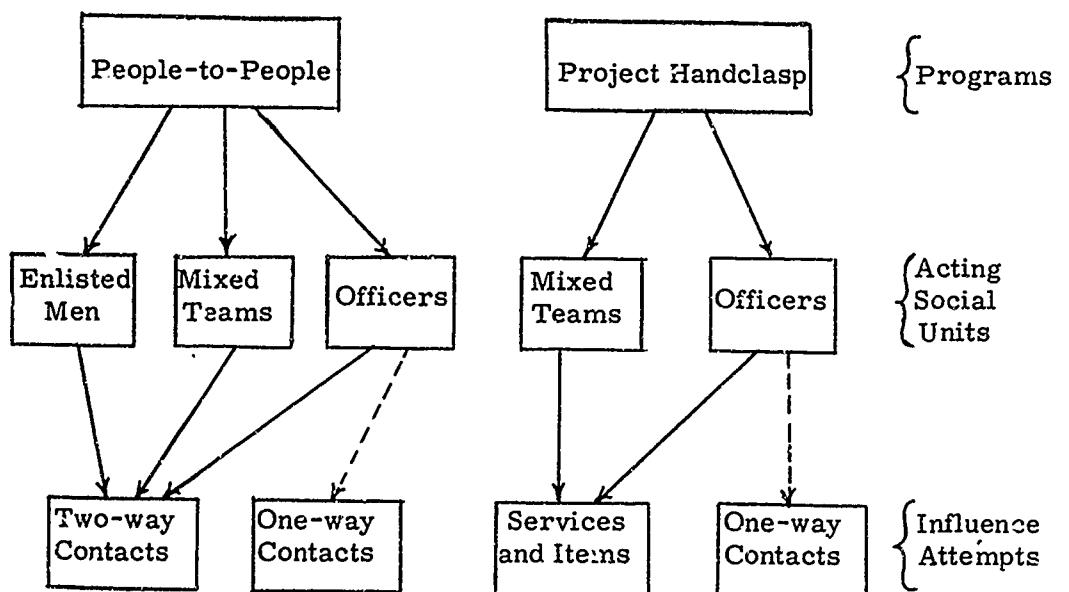


Figure 2. Typical Operation of People-to-People and Project Handclasp Programs

In both programs, the one-way contacts are ancillary to characteristic activities. Radio, TV, and the press, insofar as they are utilized, serve to comment upon and generally publicize the actual efforts being made (e.g., community dinners, shipboard visits by foreign nationals in the case of People-to-People; donation of medicines and toys to hospitals and orphanages on the part of Project Handclasp). Such influence attempts may ultimately effect major performance changes on the part of the government of a foreign population so that it becomes positively oriented toward the U. S. and U. S. policy. These possible ultimate effects could result from U. S. attempts to influence grass-roots informational and affective states--what people believe to be true and what they like--so that new (or reinforced) favorable attitudes (depending on whether they were originally hostile, neutral, or friendly) and desired behavior might be anticipated. It is conceivable that such changes in attitudes and behavior might entail new value orientations and subsequent modifications in recipient political ideology should the influence attempts be sufficiently realistic and sustained over long periods of time. The relationships involved are assumed to be as in Figure 3.

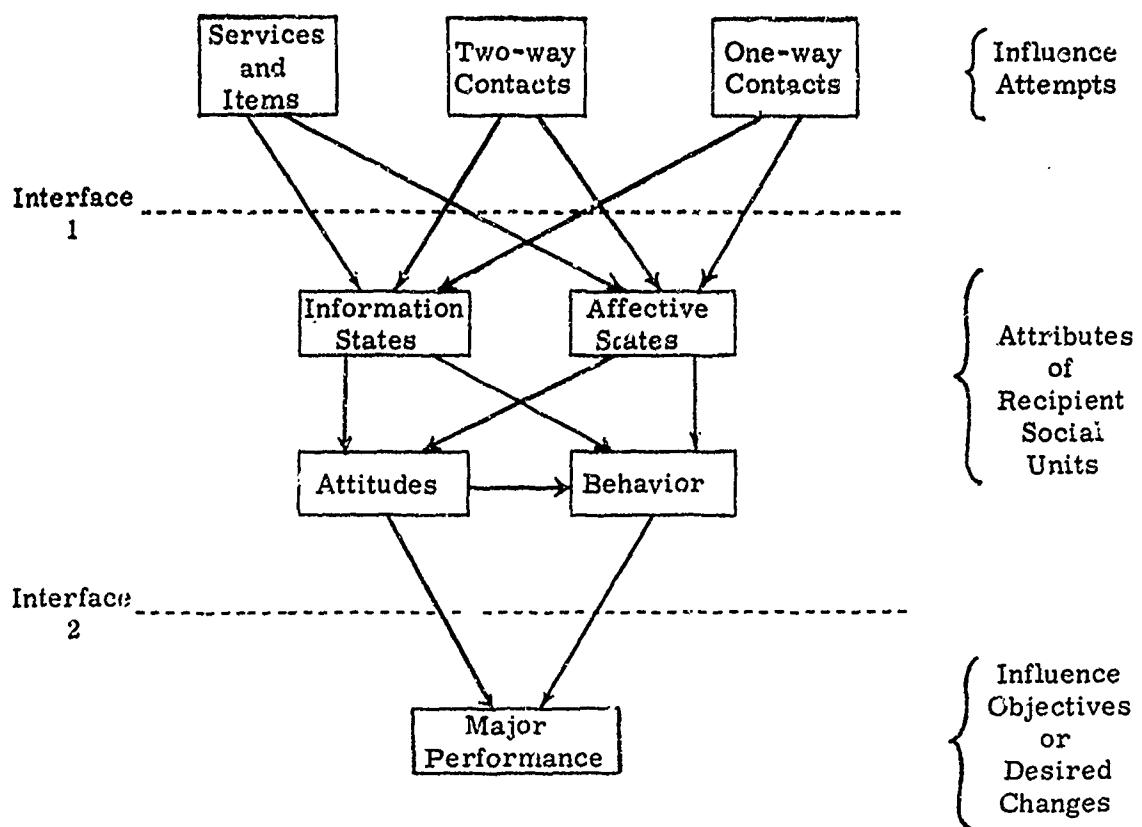


Figure 3. Relationship between Influence Attempts and Influence Objectives

In Figure 3, interface 1 represents the contact point between Naval personnel and the foreign nationals with whom they interact. Interface 2 represents a large expanse of unknown territory between the foreign nationals contacted (whose attitudes and behavior may or may not have been modified or reinforced favorably to the U. S.) and the major performances of the political elites of the nations concerned.

In the context of the interpersonal influence process, the recipient social units are individuals and small groups of various descriptions. These individuals and groups are frequently in some hierarchical relation to larger aggregates

interacting, through representatives, on the national level. In Figure 4, the double set of impacts from interpersonal and higher level influence efforts are shown as they impinge on the several recipient social units.

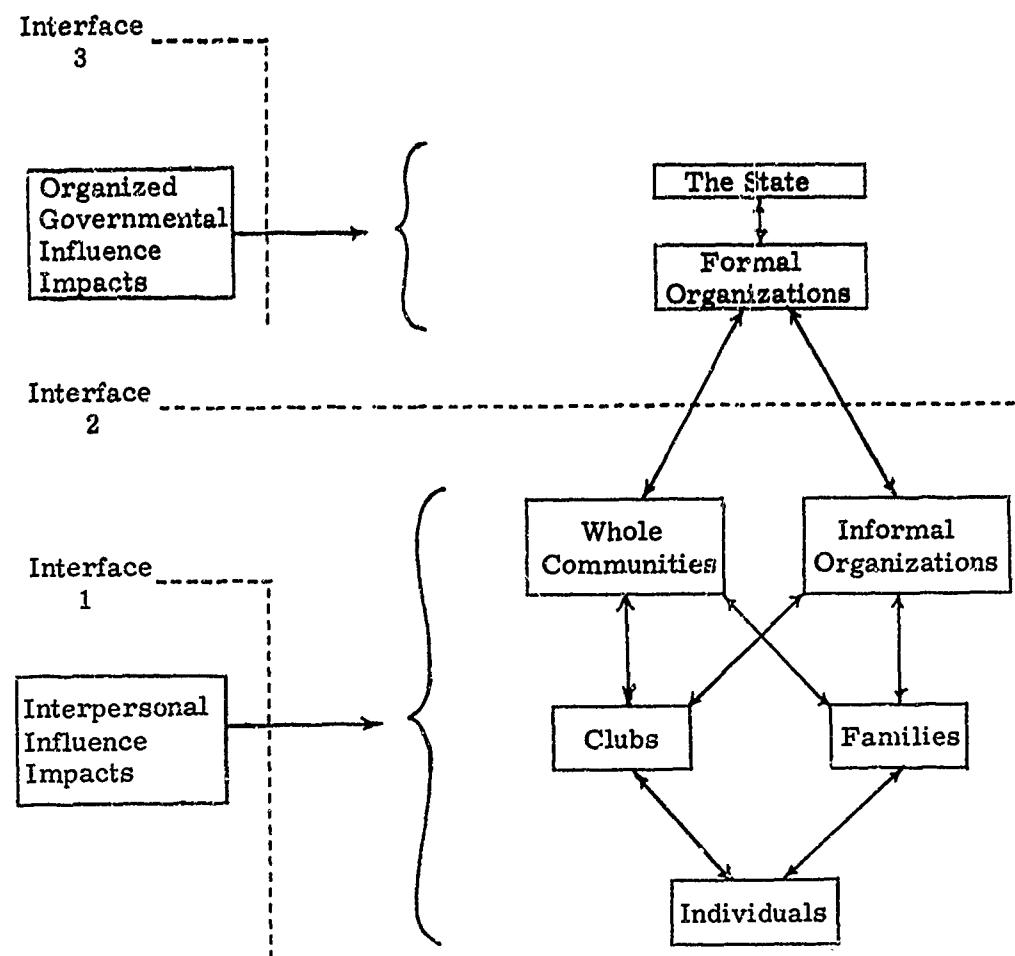


Figure 4. Impacts of Interpersonal and Higher Level
Influence Processes on Recipient Social Units

Interfaces 1 and 2 of Figure 4 correspond to those of Figure 3. The contact line between interpersonal influence efforts and recipients of those efforts is shown by interface 1, while the hiatus between the attitudes and behavior of persons contacted directly, on the one hand, and the ideologies and performance of institutional and state representatives, on the other, is indicated by interface 2. Interface 3 represents the line of contact between the professional practitioners of organized governmental influence techniques and representatives of major organs of the state concerned.

The functional relations outlined above generate the following problem areas:

- A. What is the relation between the interpersonal influence process and international relations in attempts to bring about new orientations in foreign governments?
- B. What effect does the interpersonal influence process alone have, in attempts to bring about new orientations in foreign governments?
- C. What effect does the interpersonal influence process have in changing the attitudes and behavior of foreign nationals directly contacted?
- D. What qualitative aspects of the interpersonal influence process must be developed to ensure a high-degree of favorable change or reinforcement?
- E. What training must be given to whom, in order to carry out interpersonal influence missions successfully?

Definite answers to these questions await the findings of careful research. Each major question extends over a number of subsidiary questions, at a lower level of mapping, most of which cannot be settled without new data. In the following section, general operational problems as well as those generated in these five major areas are taken up.

Vi. Operational Problems

Both the People-to-People Program and Project Handclasp are largely unstructured in operation. Chance and good will are the chief determiners of contacts and their outcomes. Evaluation is subjective and informal, not based on any systematic appraisal of results.

For example, in Project Handclasp, no records are kept regarding non-consigned items. This lightens the burden on ships' personnel in filing reports, but also makes it difficult to follow up Handclasp activities. Data on attitudes and behavior toward U. S. nationals and policies both before and after a Handclasp visit would be helpful in estimating the impact of this approach toward international friendship. It should be borne in mind, however, that collection of such data would have to be carried out with the utmost care not to alienate those being helped. The employment of humanitarian acts in support of objectives beyond the immediate situation must be thoroughly understood in order to undertake evaluation.

Some question may also be raised as to the motivation of Navy men in general to be "ambassadors of good will." Specific cases of dire human suffering or need may well elicit sympathy and even remedial action (when practicable) from most Americans, but the concept of on-going representation of an "image" of good behavior and solicitude for the opinions of others implicit in good will ambassadorship may not come as easily. There is also a serious question discernible in the general feeling of gratification engendered by the massive distribution of food, clothing, etc., and in considering Project Handclasp as "one of the most valuable assets in the People-to-People effort." Since both giving and receiving are generally held to be pleasurable activities in most parts of the world, gratification on the part of individuals responsible for alleviating suffering is to be expected, as well as favorable response, for the most part, by those recipients immediately and effectively aided. However, if the overall purpose of the endeavor is to generate a friendly climate of opinion in people not directly benefiting from the humanitarian actions involved, certain factors must be evaluated. Previous hostility toward the United States on the part of foreign nationals observing Project Handclasp in action, or even occasionally on the part of recipients themselves, may result in highly

unexpected interpretations and hardening of hostile attitudes. Giving may be viewed as arrogance or an attempt to buy favor.

People who have been indoctrinated with anti-American concepts may be difficult to convince and may ignore the evidence in favor of preconceived notions. As W. Phillips Davidson writes:

Attitudes and behavior patterns that are based on extensive information or on personal experience are likely to have already proved their utility and to be tough and highly resistant to change. Furthermore, the capacity of people to disregard information that is not useful (either because it is irrelevant or because it conflicts with already established patterns of thought and action) appears to be almost unlimited.¹

Careful scrutiny both of recipients and foreign observers is needed, in connection with gift-giving of the kind described, if effective results in terms of building friendships are to be hoped for. Recipients may belong to a group despised by the majority of people in the area, or they may simply be less in need than other groups known to observers. Either situation can lead to adverse criticism of the giver. Presumed arrogance on the part of the giver, as seen by already hostile observers, can obscure the humanitarian aspect of friendly acts. As for the recipients themselves, the way in which they perceive Americans in uniform should be well considered. Children have been frightened by Naval personnel approaching them with closed boxes, even though the boxes later proved to contain dolls.² Political, social, and cultural data regarding the peoples involved as recipients of Project Handclasp goods and services would be invaluable in avoiding mistakes and truly generating good will.

Considering each of the five major areas of concern identified in the previous section, the following problems are discernible:

¹Davidson, W. Phillips. The Effects of Communication, Public Opinion Quarterly, 23 (1959), pp. 359-60.

²Radfar, Mohammad, Mission of Mercy, KAYHAN International, January 6, 1964, p. 6.

A. Interpersonal Influence vis-a-vis International Relations:

When conflict occurs between interpersonal influence efforts and established U. S. policy directed toward the same nation, the question arises whether good will, on a people-to-people basis, will withstand disillusionment with or hostility toward such U. S. policies. A recent case in point, not conclusive, but suggestive, involves a representative student group in Turkey, as follows:

Izmir, Turkey, April 18 (AP). Turkish students have told the U. S. Navy that calls by American warships 'are no longer welcome by Turks,' informed sources said today. A three-member delegation of the Turkish National Students' Union visited Cmdr. C. B. McCall, whose seven-unit flotilla arrived here April 15 for a five day routine visit. The students told McCall that such calls were now unwanted by 'the Turkish nation because of the U. S. failure to support Turkey's just cause,' in the Cyprus dispute.³

While this student group may not actually represent the Turkish nation, the publicity it received suggests that an important determinant of public opinion toward a foreign country may lie in true or false estimates of the overt (or alleged covert) foreign policy of that country, rather than the degree of friendliness shown by individuals or groups from that country. Reversing the field for a moment, one need only consider phrases often heard in the U. S., "the Russian people want peace," or "individual Russians are friendly people," in relation to present policies toward the USSR. Yet, it is conceivable that these perceptions about individual Russians might have a long-range effect on national policy or be an important factor in a borderline case where escalation or nonescalation in a dangerous confrontation hang in the balance.

It would be useful to know whether a reciprocal relation between the interpersonal influence process and higher governmental policy may exist. That is to say, where policy issues between the U. S. and a given country are in growing conflict, perhaps an intensive series of informal personal contacts would serve to prevent relations from breaking down into overt hostility; where relations are moderately

³Washington Post, April 19, 1965, p. A14.

good or better, visitations could be reduced to a minimal level. Even if this should prove to be a reasonable approach, the quantitative and qualitative aspects of the required influence attempts remain to be determined. How much effort and what kinds of effort would be most effective are questions for which answers await research.

B. Effects of Port Call Contacts

The chief question, here, is whether any of the attitudes and behavior patterns possibly changed by informal contacts during port calls cross the void between persons contacted and foreign political elites, either through interlinked communicators, public opinion pressures, or through the verdict of foreign polls.

The basic interlinkage process, a sort of social osmosis, is not well understood. The importance of randomness of contact rather than intensity of effort has been suggested by Anatol Rapoport: "One suspects . . . that the reason panics spread so rapidly is not so much because the associated news is told so often but because it is told so randomly It is not unlikely that the degree of 'mixedness' of a population with respect to a process is the most important determinant of the process."⁴

This would imply that successful interpersonal influence, at this level, requires investigation of the structure of each society where it is applied so that "mixedness" is maximized. Rapoport notes, ". . . Any attempt to develop realistic equations of social diffusion must take into account the structure of . . . 'social space,' where social, rather than geographical distances are the determinants of the spread."⁵ The responsiveness of policy-makers to public opinion pressures in an institutionalized sense, as well as the effect of forthcoming elections (if any) would also be shaped by the structure of the society concerned.

To determine the proper mix for "osmotic" information spread, one would have to know the kinship, social, and power structures of the society, the cultural

⁴ Rapoport, Anatol. The Diffusion Problem in Mass Behavior. General Systems (Yearbook of the Society for the Advancement of General Systems Theory, Ann Arbor, Mich.), 1956, I, 54-55.

⁵ Ibid., p. 50.

out-groups and in-groups, the efficiency and capacity of transportation and communication channels, and the attention paid by whom to local press, radio, and TV presentations. To this must be added the presence or absence of free election traditions, the mechanisms which exist (or do not exist) for taking the public pulse, in order to estimate the effects of elections and public opinion.

C. The Direct Effects of Personal Contacts

Accurate sampling methods utilized by public opinion research groups in the countries concerned, both before and after contacts, would be of great value in determining direct effects. Unless the people whose feelings and knowledges are the center of interest can, themselves, reveal such changes as may have occurred, results of programs like People-to-People must remain in doubt. Measures of the column-inches of publicity devoted to port call activities, number of shore patrol reports, and number of general ship visitors are suggestive but not conclusive. They measure the amount of activity generated by the program, or in the case of decreasing shore patrol reports, the effectiveness of training or briefing of Navy men, but they do not directly indicate changes in the foreign nationals' attitudes and values. Editorial comment could be of use, when found, provided sufficient care were taken to determine whether it merely reflected the opinion of a controlled press, or was a genuine expression of response to a ship visitation.

Leo Bogart writes, "Changes in public opinion come about slowly, and international propaganda always functions within the context of world events . . . (There is) considerable weight of evidence which shows that (apart from political acts) attempts to influence opinion must be carried on consistently and over a period of time before any major shifts are detectable."⁶ Knowledge of the degree to which People-to-People and Project Handclasp were deemed "international propaganda" by the foreign nationals touched by them would be useful in shaping future programs.

⁶Bogart, Leo. Measuring the Effectiveness of an Overseas Information Campaign: A Case History. Public Opinion Quarterly, 1957, 21, p. 498.

D. Qualitative Aspects of Interpersonal Influence Processes

A fairly complete knowledge of generally held beliefs, values, and goals of the target population is required at some point, if expectations of eliciting change are to be fulfilled. Target populations are usually culturally complex, and the identities and characteristics of the various subgroups must be thoroughly understood--no mean task in far corners of the world. There are often separate regional groups, different economic and social classes, and linguistic islands, indicating historic regional or social cleavages. Each of these groups has distinct values, expectations, understandings, and prejudices in any given populations, and representatives of many of them may possibly be found in any large ocean port.

Dorwin Cartwright has put the matter this way:

. . . behavior is determined by the beliefs, opinions, and 'facts' a person possesses; by the needs, goals, and values he has; and by the momentary control held over his behavior by given features of his cognitive and motivational structure. To influence behavior 'from the outside' requires the ability to influence these determinants in a particular way.⁷

In the behavioral sense, knowledge of a culture involves everything about a culture group, from the most trivial nuance of belief or custom, through all techniques of living (and attendant artifacts) peculiar to that group, to its most profound philosophies, religions, and reasons for being (if any) as the culture group sees them. It includes language, economic system, social institutions, etc. --in sum, every item of learned attitudes and behavior, and all products of such behavior. It is not limited to the classics and monuments of a people, or even their folkways and mores, although it includes all of these. It is essentially the ability to see the world as the users of a given culture see it, through assimilation of their basic value patterns--through having learned well the alien cognitive map.

Consideration of how much effort to expend in creating opportunities for informal contacts, in a given case, would depend on findings as to overall value of

⁷ Cartwright, D., Some Principles of Mass Persuasion: Selected Findings of Research on the Sale of U. S. War Bonds. Human Relations, 1949, 2, 253-267.

such visitations in terms of desired objectives, the reciprocal relations between such efforts and other U. S. actions if such relations exist, and the actual state of relations between the U. S. and the particular nation or area concerned.

E. Training for Foreign Visits

Training of large numbers of Naval personnel to a high level of competence in cross-cultural matters is manifestly impractical. Training a specialist or two for each of the large, but finite, number of culture groups likely to be of importance in interpersonal influence efforts is somewhat more feasible. However, this still leaves the question of what is pertinent to success of the mission unanswered. The specialist could not impart the totality of his findings with respect to a selection of culture groups to crews within the time limits probably available, nor would such information be likely to be applied effectively even if thoroughly inculcated. It may be that the best thing a specialist could do would be to furnish a carefully tailored and updated list of prohibitions and recommendations, correlated with recognition data, for each culture group to be contacted.

VII. Recommended Research

The ultimate utility of providing opportunities for massive informal international contacts through port calls depends in part on learning how to establish conditions within which such contacts can serve a useful purpose. This will involve research into the variables of frequency and duration of contacts as well as the varying receptivity of populations differing culturally from one another and from the American pattern. What is the significance of more contacts between Americans and foreigners, deeper penetration into particular segments of the foreign society, more highly structured plans for interaction, more gifts, or more opportunities for recipient learning? Would an intensification plan for one culture necessarily have the same effect on another? When will better results be obtained through less intensity, however defined, rather than greater intensity? All of these questions require development of a theoretical understanding of cross-cultural contacts, empirically tested in a variety of situations.

Assuming the importance of port calls and the ability to conduct them sensitively so as to meet specialized political and cultural realities, there is insufficient knowledge at present regarding the speed of the diffusion of information under varying cultural conditions, or the rate of decay in transmission accuracy of even the deviation of retention of informational and affective states. Given a set of attitudes known to be peculiar to particular population groups in a given area, how soon, if ever, does this affect the actions of political leadership in the area. How accurately do these reactions, if any, reflect the given attitudes? Do the attitudes hold long enough for any transmission to foreign political leadership, or even if they do, might such attitudes not change before the new policies go into effect so that they no longer reflect current public opinion?

Analysis of communication linkages in designated areas could be undertaken, determining which kinship, social, or power groups communicate to what other groups, including the relative size of such groups, and where communication breaks down, as well as which groups are totally or partially cut off from societal contact. This could be extended to include analysis of the transportation and communication facilities in the same area, as well as information gathering habits and techniques of the people concerned.

Accurate sampling of informational states before and after a port call, for example to impart a particular knowledge of the U. S., would provide a measure of effectiveness. The giving of information could be carried out under different conditions in different areas. Equally accurate sampling of affective states before and after a Project Handclasp mission on the part of recipients, observers, news media, and officials would provide alternative effectiveness measures. Research could be initiated to determine whether humanitarian acts were perceived as propaganda or not, and by whom. Negative changes in affect should be very carefully analyzed as to groups involved and determinable motivations.

To be able to determine what course to follow in visiting a foreign port within a given area or culture group, a constantly up-dated clearinghouse or information center would be of great value. Those specialists who might be used in training--or designing projects--would require such a data-bank for efficient operation. Certain aspects of the cultural sensitivities of various peoples are in a fairly rapid state of flux, responsive to changing conditions of all kinds. The applied behavioral scientist would not be able to design effective civic action or community relations programs without the aid of current information in these matters.

This kind of cross-cultural information would supplement empirical and theoretical approaches to determining the processes of information transmission pointed to above. Differential manifestations of these processes in the varying societal structures encountered, ranging from individuals through families and clubs to whole communities and informal organizations, must also be investigated. Finally, when sufficient data has been amassed relative to interpersonal influence processes, on-going cultural realities of the areas concerned, and specific objectives of port call missions, curricula needs to be devised for the training of specialists who are needed to implement future programs in this field.

VIII. Conclusion

Two programs exist within the Navy which seek to promote friendship-building contacts between naval personnel and foreign nationals and to alleviate human suffering and deprivation in foreign countries. These programs, People-to-People and Project Handclasp, are carried out largely on an informal basis within the context of visits by Navy ships to foreign ports. They are supported financially and organizationally at a minimum level, and have not been incorporated within the formal structure of Navy missions.

The goals of these programs are closely related to national policy objectives in the Cold War. This suggests that such activities could be programmed in a manner similar to efforts in civic action, counterinsurgency, and related psychological operations. The People-to-People Program and Project Handclasp, as now constituted, are not geared for or directed toward such momentous ends. A body of cross-cultural information and social science knowledge is required to implement a more ambitious approach to these programs in any significant way. A specialized naval staff would be needed to carry out planning, training, and overall operational coordination.

The actual contribution of these port call activities to their original or modified purposes should be determined through research. Better understanding is needed of the processes of interpersonal influence and material transactions across national boundaries. Better planning of visits could occur if knowledge were available about the processes of diffusion of information and affective states and about the effects of varying conditions on the course of events during and after visits.

Training of personnel for carrying out missions in foreign ports is necessary, not only to achieve desired effects, but to avoid unplanned and undesirable consequences of port calls. Single "briefing" performances, as presently conducted, are not likely to motivate or instruct Naval personnel to the levels required for effective cross-cultural interactions. Research into optimum characteristics of long-range training programs toward excellence in overseasmanship is called for. Through development of such programs, the Navy could become a major factor in stimulating grass roots goodwill toward the United States throughout the maritime world.

APPENDIX A

SECNAV INSTRUCTION 5710.12

APPENDIX A

DEPARTMENT OF THE NAVY
Office of the Secretary
Washington 25, D. C.

SECNAV 5710.12
Pers-C113-arj
11 June 1959

SECNAV INSTRUCTION 5710.12

From: Secretary of the Navy
To: All Ships and Stations
Naval Reserve Distribution List, Parts A, B, and G
Subj: The President's People-to-People Program
Ref: (a) Memorandum from the Secretary of Defense, same subject,
of 7 Aug 1957 (NOTAL)

1. Purpose. To direct the attention of all naval and Marine Corps personnel, both military and civilian, to the continued significance of the President's People-to-People Program and to reemphasize the importance of its effective implementation by all hands.

2. Applicability. This Instruction is applicable to all personnel of the Navy and Marine Corps, members of the Reserve components, and civilian employees of the Department of the Navy.

3. Background

a. History. On 11 September 1956, the President of the United States launched the People-to-People Program before a group of distinguished citizens assembled at a White House conference. The President called upon his audience to assist in the development of a fresh approach to the problem of building new roads to international understanding. Subsequently, some 40 People-to-People Committees were organized, including the Armed Services People-to-People Committee, to help individual Americans participate in this voluntary, nationwide effort.

b. Objective. It is the aim of the People-to-People Program to promote better mutual understanding, respect, and goodwill through direct person-to-person communication between Americans and citizens of other lands, thereby aiding in the ultimate achievement of a just and enduring peace.

c. Implementation

(1) By reference (a), addressed to the Secretaries of the Army, Navy, and Air Force, the Secretary of Defense advised of the establishment of the Armed Services People-to-People Committee; urged that all commands cooperate in furthering the

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11 June 1959

OFFICE OF THE SECRETARY

President's Program; and requested that the attention of all personnel be directed to the Program by the most expeditious means.

(2) ALNAV 37-57 implemented this request, pointing out at the same time the significant responsibility borne by all hands in the effective execution of the Program. While recognizing the traditional role of the service in representing the United States overseas, ALNAV 37 also placed special emphasis upon the elements of motivation, initiative, and leadership as basic to success in this vitally important undertaking.

(3) The Chief of Naval Operations and the Commandant, U. S. Marine Corps, have lent strong support to the Program, stressing in particular the responsibilities of the commanding officer in the development and conduct of appropriate and effective People-to-People activities.

(4) The response from our Operating Forces has been most encouraging. Naval and Marine Corps personnel and their dependents have demonstrated a lively appreciation of their unique opportunities, at home and abroad, to serve as active and able ambassadors of goodwill. In this effort, marked by People-to-People undertakings of every scope and variety, the respective commands ashore and afloat have provided the leadership and support traditional to our service.

d. Outlook. People-to-People is a growing and dynamic program, upon whose success the peace of the world may ultimately rest. Its beginning has been auspicious; its further development as a potent instrumentality in the furtherance of world peace and international understanding will depend in the last analysis upon the readiness of all Americans to devote the necessary time, thought, and energy to its consummation. It is of paramount importance that all members of the Navy and Marine Corps family continue to contribute their full share to this common endeavor.

4. Action. All commands will perform the following functions on a continuing basis:

a. Direct the attention of all personnel, both military and civilian, to the President's People-to-People Program as a longrange undertaking of critical significance.

b. Develop effective ways and means of implementing the Program in consonance with the basic assigned mission and the local situation.

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c. Utilize appropriate materials of indoctrination, information, and education in order to motivate and assist all personnel in the effective prosecution of the Program.

d. Encourage the reporting, via normal channels, of especially noteworthy and enterprising examples of People-to-People implementation in order that:

(1) All hands may benefit from knowledge of these examples.

(2) The accomplishments of naval and Marine Corps personnel in this area of activity may be properly documented.

RICHARD JACKSON
Assistant Secretary of the Navy

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APPENDIX B

CINCLANTFLT INSTRUCTION 5726.2

APPENDIX B

UNITED STATES ATLANTIC FLEET
Headquarters of the Commander in Chief
Norfolk 11, Virginia

CINCLANTFLT
(J581) 5726.2
3 October 1962

CINCLANTFLT INSTRUCTION 5726.2

From: Commander in Chief U. S. Atlantic Fleet
To: Distribution List

Subj: Project Handclasp

Ref: (a) OPNAVINST 5726.3, Subj: People to People/Overseas Community Relations Project; policy guidance concerning
(b) NAVCOMPTINST 07040.17
(c) Cumulative list, Publication No. 78, U. S. Treasury Dept., Internal Revenue Service, and semi-annual supplements issued June and December of each year
(d) Organizations Designated by the Attorney General of the United States Pursuant to Executive Order 10450 and published in the Federal Register under the title "Designation of Organizations in connection with Federal Employee Security Program."
(e) Register of Voluntary Agencies; published by the Advisory Committee on Voluntary Foreign Aid, International Cooperation Administration

Encl: (1) General Information
(2) Shipping and Delivery Instructions
(3) Waiver Agreement

1. Purpose. To emphasize the importance of and to promulgate policy guidance concerning Atlantic Fleet participation in certain People-to-People overseas Community Relations Programs hereinafter referred to as Project Handclasp in implementation of reference (a).

2. Background. In addition to its tremendous contribution toward the relief of human suffering and misery in the world, Project Handclasp is one of the most valuable assets in our current People-to-People effort.

CINCLANTFLTINST 5726.2
3 October 1962

From an original voluntary and spontaneous effort on the part of a very few Navy men, it has grown into a major undertaking involving warehouses, full-time personnel and a nation-wide effort which has resulted in shipping millions of pounds of material to the needy overseas each year.

3. Action. Commander in Chief U. S. Atlantic Fleet desires to retain the spontaneity and personal contact thus far established. Further, while wide dissemination of this program is desired within the U. S. Atlantic Fleet, it is equally important to avoid any connotation of the use of this program for purely publicity reasons. Accordingly, attendant publicity should stress the humanitarian aspects of the program. The guidance contained herein is designed to serve these ends.

/S/ Horacio Rivero

Horacio Rivero
Deputy Chief of Staff

Distribution: (5216.1L)

Lists: I

II

III

IV

VI

VII

VIII

IX

V - A, B, E, G, M, P

Enclosure (1)

CINCLANTFLTINST 7526.2
3 October 1962

General Information

1. Objective. To promote international understanding and friendship between citizens of the United States and the peoples of other countries.
2. Background. Project Handclasp evolved spontaneously from the desire of naval personnel to enhance mutual respect and understanding with all peoples of the world. It was originally a voluntary effort which reflected the motivation of Navy men to act as individual ambassadors of good will. Since the inception of Handclasp in 1959, the distribution of food, clothing and medical supplies to peoples of foreign nations has been most gratifying. To date, several million pounds of cargo have been transported in Navy ships for distribution to refugees and other deserving groups.
3. Scope. Project Handclasp pertains to the collection, transportation and distribution of material to friends of our nation throughout the world, such as:
 - a. Materials which relieve personal suffering caused by the lack of the basic necessities of life, e. g., wearing apparel, food (non-perishable), medical supplies and household appliances.
 - b. Souvenir and goodwill items used in connection with foreign port visits and toys (except toy guns and military-like equipment).
 - c. Materials of an educational nature, e. g., books, magazines (pictorial preferred), records (semi-classical and classical), basic school supplies, and sports equipment.
4. Definitions. Project Handclasp material falls into two categories:
 - a. Non-consigned. Material for relief, friendship, and educational purposes, not specifically consigned, to be distributed at the discretion of the commanding officers.
 - b. Consigned. Charitable cargo, which organizations or individuals request the Navy to ship to specific consignees overseas.
5. Non-consigned materials. Non-consigned material is an important item of the good will aspect of foreign port visits. This material is available to augment ships' individual efforts. Ships should limit their

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own drives for material to local non-commercial groups. Solicitation of commercial sources and national organizations will be done by the Project Handclasp Director. Only items which are in good condition and appropriate for distribution overseas are accepted.

6. Consigned cargo. Requests for ocean transportation of charitable cargo to overseas destinations in fleet ships will be referred to COMSERVLANT (Attn: East Coast Director, Project Handclasp).

a. Determination of source acceptability. The commander concerned will determine that the requestor is an individual or a bona fide organization whose objectives and purposes are not prejudicial to the best interests of the United States Government. References (c), (d), and (e), among others, will assist in this determination.

b. Processing of cargo. Upon acceptance of sponsorship for charitable cargo the requestor will be advised of the location of the Project Handclasp warehouse to which the cargo is to be shipped at requestor's expense, the date cargo is required at the pier or warehouse and packing and marking instructions. Additionally, the requestor will be advised that the Navy accepts sponsorship only under the following conditions:

(1) Transportation is on a space-available not-to-interfere with fleet operations basis and no absolute assurance can be given that material will be delivered to the ultimate destination.

(2) No liability will be assumed for loss or damage incurred by reason of the transportation handling. Requesting activities will be required to execute enclosure (3) prior to Navy acceptance for transportation.

(3) The requestor will obtain the necessary U. S. export customs clearances and entry clearances into the foreign country concerned in advance of Navy acceptance when such clearances are required. In this regard it is incumbent upon the requestor to ascertain whether such clearances are required.

(4) The consignor's agent at port of discharge must be designated prior to acceptance of cargo for shipment.

7. Project Handclasp warehouses. The "East Coast Project Handclasp Warehouse" has been established at NSC Norfolk. Its function is:

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a. To receive, document and make available to fleet units non-consigned material suitable for use in overseas good will programs received from Navy sources, industry, fraternal, civic, religious and service organizations.

b. To receive, document and make available to fleet units consigned cargo from individuals or charitable organizations.

Other non-funded temporary storage points may be established by Force and Type Commanders as required to assist in the collection of Handclasp materials and in administration.

8. Program Director. The billet of East Coast Director. "Project Handclasp" has been established under CINCLANTFLT with additional duty to COMSERVLANT. The officer assigned to this billet is to be of suitable rank and motivation in order to carry out his duties and responsibilities as a representative of the Atlantic Fleet. His duties and responsibilities will include but are not limited to:

a. Liaison with the Chairman, Navy People-to-People Program.

b. Coordination and liaison with individual fleet units and type and area commanders concerning shipping procedures and cargoes.

c. Furnishing assistance to civilian groups on procedures for sending cargo.

d. Administering input and output of material stored in the East Coast Project Handclasp warehouse.

e. Keeping the Atlantic Fleet Assistant Chief of Staff for Plans fully informed concerning all aspects of the program.

f. Working with volunteer naval and civilian groups and industry to obtain non-consigned cargo and process it for shipment.

g. Documenting consigned cargo.

9. Action. Pursuant to provisions of reference (a), Fleet, Type, Force, and Area Commanders are delegated the authority to approve requests for shipment of non-consigned Project Handclasp material. Approval of requests for shipment of consigned cargo is delegated to COMSERVLANT.

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a. Coordination. COMSERVLANT will coordinate Project Handclasp activities within his area of responsibility as Sea Cargo Coordinator. Type Commanders will provide adequate assistance to ensure continued success of the program.

(1) Coordination of Project Handclasp activities shall be exercised through the East Coast Director, Project Handclasp who is based at the Naval Supply Center, Norfolk, Virginia. He shall coordinate collection, storage, and shipment of Handclasp materials to areas visited by Atlantic Fleet ships.

b. Storage, Shipment and Delivery.

(1) Non-consigned cargo. Non-consigned materials may be stored in the East Coast Project Handclasp warehouse, Norfolk or other designated storage points for disbursement to fleet units by the Director. These materials are to be distributed by individual units at ports of their choice as part of the overseas good will program.

(2) Consigned cargo. COMSERVLANT is delegated authority to process and approve requests for transportation of consigned charitable cargo in accordance with the criteria established in paragraph 6.

(a) Airplanes, boats, vehicles and building materials are not generally to be considered as charitable cargo. However, consideration must be given to the contribution such items can make toward the economic and social development in underdeveloped countries prior to disapproval of a request for shipment.

(b) COMSERVLANT shall coordinate transportation, loading and discharge of charitable cargo. Large shipments of consigned cargo from a single donor shall not generally be accepted for storage in Handclasp warehouse but shall be delivered dockside at no cost to the government. The shipment shall then be documented and loaded. Where excessive handling is not involved, small shipments may be stored as a matter of convenience to the Navy. All services and transportation rendered are on a non-reimbursable basis.

(c) In the assignment of consigned cargo to individual ships, consideration will give to such factors as space available, handling facilities, operational requirements and other matters so as to avoid undue impositions on the ship. (Note: MSTS ships will not be used in this program.)

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(3) General. The attention of Type and Operational Commanders and particularly of Commanding Officers of ships is invited to the existence of this warehouse and to its large inventory of non-consigned cargo. Commanding Officers or their representatives are invited to visit the warehouse and to consult with the East Coast Director in determining availability of materials. Very often, the warehouse contains material destined for a particular country, awaiting only the sailing of a ship able to carry the cargo.

(4) Notification. To facilitate safe and timely delivery, individual units shall, upon departure CONUS, supply the information contained in enclosure (2) to the indicated addressees.

(5) Special interest items. Shipments of special interest, such as might have national or international implications shall be reported to the Chief of Naval Operations and CINCLANTFLT.

(6) Middle East Area.

(a) Normally, an AVP departs Norfolk at intervals of about once each five months for duty as Commander Middle East Force flagship.

(b) Materials destined for the Middle East may be delivered to Commander Service Force, SIXTH Fleet via available shipping, for further trans-shipment to the Middle East Area.

(7) Overseas Delivery. Operational and type commanders will effect delivery in ports which ships under their control may visit as operations and space permit on a not-to-interfere basis.

10. Public Information. News coverage of Handclasp activities is desirable as a matter of public information for support of the program. Exploitation of Handclasp activities through extravagant publicity is, on the other hand, highly undesirable and would serve to defeat the meaningful purpose of this program.

a. Policy. The amount of publicity to be given to Handclasp deliveries within the receiving country will depend upon the local situation. In general, if there is any doubt as to the publicity which is desirable, guidance should be sought from local U. S. Naval sources; other U. S. military representatives; State Department and United States Information Services representatives as practicable. Photographic and news cover-

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age, for release in the U. S., of deliveries which emphasize the individual recipients and/or the community or organizations having collected the material is desirable. Such coverage should be effected as soon as possible. The Office of the Chief of Information, headquarters of naval districts, local naval commands and CINCLANTFLT can assist in public information handling. A copy of all public information releases, with negatives of photographs, where practicable, shall be forwarded to Commander in Chief U. S. Atlantic Fleet, Attn: Fleet Information Officer.

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Shipping and Delivery Instructions

1. The following format will be used by ships departing CONUS with Handclasp cargo aboard; information addressees will vary depending upon destination:

a. From: (Ship)
To: COMSERVLANT

Info: (See (b) below)

Subj: Handclasp Cargo

A. Nature of cargo

B. Total weight and cube

C. Cargo destination port, weight and cube for each

D. Type storage required at destination

E. Remarks (if special handling required due to bulk or weight, etc.)

b. Information addressees:

(1) For all shipments:

CINCLANTFLT

COMLANTFLTMOPHOG

COMEASTSEAFRON

COMFIVE

(Own TyCom)

(Own TF/TG Commander)

(When applicable, appropriate Naval Attache, Naval Liaison Officer of MAAG/Mission Chief)

(2) For destination in Mediterranean:

CINCNELM

CINCUSNAVEUR

COMSIXTHFLT

COMSERVFORSIXTHFLT

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(3) For destination in Middle East:

CINCNELM
CINCUSNAVEUR
COMSIXTHFLT
COMSERVFORSIXTHFLT
COMMIDEASTFOR

(4) For destination in Latin America:

COMFIFTEEN
COMSOLANT

(5) For destination in Africa:

COMSOLANT

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Enclosure (3)

Waiver Agreement

In consideration of the safekeeping or carriage, as the case may be, of the property herein described, I, _____ (acting both individually and as the duly authorized agent of _____), the owner of said property, hereby agree that neither the carrying vessels or aircraft, nor the United States, nor any agent or agency thereof, shall be liable for any damage to said property, or for any failure to deliver said property to the owner or consignee thereof in the same quantity and in the same order and condition as when received by the initial depository vessel or aircraft, or for any damage, or delay in delivery, whether caused by the negligence of the United States or any agent thereof, or otherwise. I certify that required U. S. export customs and necessary entry clearances into the foreign countries concerned have been obtained and that the appropriate certificates to that effect will accompany all cargo.

Signature _____

Property described below and continued on reverse side.

APPENDIX C
OPNAV INSTRUCTION 5726.3A

APPENDIX C

DEPARTMENT OF THE NAVY
Office of the Chief of Naval Operations
Washington, D.C. 20350

OPNAV 5726.3A
OP-34
Ser 367P34
28 AUG 74

OPNAV INSTRUCTION 5726.3A

From: Chief of Naval Operations
To: Distribution List

Subj: People-to-People/Overseas Community Relations/Project Handclasp

Ref: (a) SECNAV Instruction 5710.12 of 11 June 1959

Encl: (1) Waiver Agreement

1. Purpose. To promulgate policy guidance concerning naval participation in the people to people area of overseas community relations through Project Handclasp.

2. Cancellation. This instruction cancels and supersedes OPNAV Instruction 5726.3 of 15 December 1961 and OPNAV Instruction 5726.4 of 16 October 1962.

3. Objective. To set forth the policy for Project Handclasp in order to enhance the Navy's ability to meet the objective outlined in reference (a), namely, to promote mutual understanding, respect and good will through direct person to person communication between Americans and citizens of other lands.

4. Background. Project Handclasp is an official Navy program. The program evolved from the desire of naval personnel to assist people in foreign lands to help themselves to improve the conditions under which they live. Navy personnel, by acting as ambassadors of good will in the areas visited by fleet units, have established new friends for the United States and attained great satisfaction in aiding the ultimate achievement of a just and enduring peace.

5. Scope. Project Handclasp involves the collection of donations from organizations and individuals in the United States, storing the materials in local warehouses until transportation on a space available basis is obtained to transport them to Project Handclasp warehouses at Norfolk, Virginia and San Diego, California and further distribution by Navy personnel stationed in overseas areas or embarked in fleet units which visit these areas. The category of materials desired for use in Project Handclasp consist of:

a. Materials which relieve personal suffering caused by the lack of the basic necessities of life, e.g., food, clothing, hand tools, medical supplies, light building materials and paint.

b. Materials of an educational nature, e.g., textbooks, basic school supplies and visual and audio aids used in education.

c. Materials which make it possible for children to enjoy a happier life, e.g., toys, athletic equipment and playground equipment.

d. Items used in connection with foreign port visits, e.g., souvenir items and mementos of visits aboard ship.

6. Definitions.

a. OPNAV Coordinator. The Project Handclasp Coordinator in the Office of the Chief of Naval Operations.

b. East Coast Director. The Coordinator for the Commander in Chief, U.S. Atlantic Fleet in Project Handclasp matters in the areas where Atlantic Fleet ships deploy. The officer assigned responsibility for the operation of the Project Handclasp warehouse in Norfolk, Virginia.

c. West Coast Director. The Coordinator for the Commander in Chief, U.S. Pacific Fleet in Project Handclasp matters in the areas where Pacific Fleet ships deploy. The officer assigned responsibility for the operation of the Project Handclasp warehouse in San Diego, California.

d. Project Handclasp Coordinators. The officers assigned collateral duties relative to Project Handclasp in various naval shore activities and fleet staffs afloat to assist in the collection, storage and transportation of unconsigned material.

e. Consigned material. Material collected, packed according to specification, and shipped to Project Handclasp warehouses in Norfolk and San Diego by individuals or charitable organizations for shipment overseas by the Navy on a space available basis to a specified recipient.

f. Unconsigned material. Material donated to Project Handclasp by individuals and organizations which is not designated by the donor to any specific consignee and is available for general distribution overseas.

7. Policy.

a. Personnel connected with Project Handclasp will accept only items which are in good condition and appropriate for later distribution overseas. If necessary unconsigned material will be accepted at the location where donated, and arrangements made by naval personnel to move it to Project Handclasp warehouses on space available transportation. Limited funds are available for the purchase of items and other expenses required in overseas community relations programs. Every effort will be utilized to carry out projects using donated material. Requests for funds will be submitted to CINCLANTFLT, CINCPACFLT and CINCUSNAVEUR via the chain of command.

b. Requests by civilian organizations for ocean transportation of consigned material in fleet ships to overseas destinations will be referred to the East Coast Director or West Coast Director of Project Handclasp for approval, as appropriate, or assistance will be provided by the OPNAV Coordinator of Project Handclasp. Delivery by the organization to Project Handclasp warehouses in Norfolk or San Diego is required for consigned shipments.

(1) The Director concerned will determine that the requestor is an individual or bona fide organization whose objectives and purposes are not prejudicial to the best interests of the United States Government and that the material is within the scope of the program and otherwise acceptable.

(2) Prior to acceptance of sponsorship for charitable cargo the Director concerned will advise the requestor of the probability of effecting delivery, the location of the Project Handclasp warehouse to which the cargo is to be shipped at requestors expense, the date cargo is required at the warehouse and packing and marking instructions. Additionally, the requestor will be advised that the Navy accepts sponsorship only under the following conditions:

(a) Transportation is on a space available, not-to-interfere with fleet operations basis, and no absolute assurance can be given that material will be delivered to the ultimate destination. Shipments which would knowingly involve overseas Navy

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transhipments will not be accepted except as specifically authorized by the Project Handclasp Director concerned.

(b) No liability will be assumed for loss or damage incurred by reason of transportation or handling. Requesting activities or individuals will be required to execute enclosure (1) prior to Navy acceptance for transportation.

(c) The requestor will obtain the necessary U.S. export customs clearance and entry clearances into the foreign country concerned in advance of Navy acceptance when such clearances are required. In this regard it is the responsibility of the requestor to ascertain whether such clearances are required.

(d) The consignor's agent at port of discharge must be designated prior to acceptance of cargo for shipment and arrangements must have been made to pick up the cargo on the arrival of the ship carrying it as warehouse space is not available in most areas.

c. The appropriate Director will coordinate transportation, loading and discharge of consigned charitable cargo. Coordination includes receiving, storing, documenting and arranging delivery of the charitable cargo. Transportation and related services are to be furnished on a non-reimbursable basis by fleet units.

d. Arbitrary assignments of consigned cargo to individual units will be avoided, and the consent of Commanding Officers for acceptance of such cargo will be obtained under normal circumstances.

e. The Chief of Naval Operations will be informed of requests which might have national or international complications.

f. Project Handclasp warehouses at Norfolk and San Diego will carry out the following functions:

(1) Receive, document and make available to fleet units unconsigned material suitable for use in overseas good will programs received from Navy sources, industry, fraternal, civic, religious and service organizations.

(2) Receive, document and make available to fleet units consigned cargo from individuals or charitable organizations depending on the availability of warehouse space and with good probability of transportation availability to the area of final destination.

8. Action.

a. Fleet and Shore Establishment Commanders are requested to support and utilize Project Handclasp to the maximum practicable extent, consistent with their operational commitments. Command attention is required in order to promote better understanding of this program and to ensure the objective is reached. Direct distribution from Navy men to user is most desirable when possible to obtain the maximum effect of the program.

b. Naval Districts, major Naval Stations, Naval Air Stations and appropriate fleet staffs will assign an officer to the collateral duty of Project Handclasp Coordinator with duties consisting of but not limited to, the following:

(1) Maintaining liaison with the OPNAV Coordinator, East and West Coast Directors and other Coordinators concerning Project Handclasp matters.

(2) Providing assistance to participating Navy League Councils.

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(3) Arranging for transportation of collected unconsigned materials to the Project Handclasp warehouses located in Norfolk or San Diego or as otherwise directed. Transportation should be obtained on a not-to-interfere non-reimbursable basis.

(4) Establishing adequate safeguards and accounting procedures to ensure positive control of material.

(5) Providing the OPNAV Coordinator with the names, addresses and telephone numbers of the assigned Coordinators and keeping this information current.

9. Public Information. Directions for publicizing the Project Handclasp activities will be promulgated by the Fleet Commanders, keeping in mind the various sensitivities of the countries in the area of their commands and the necessity for coordinating publicity and distribution with USIA and other Government Agencies.

Thomas F. Connolly

THOMAS F CONNOLLY
By direction

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Enclosure (1)

In consideration of the safekeeping or carriage, as the case may be, of the property herein described, I _____ (acting both individually and as the duly authorized agent of _____), the owner of said property, hereby agree that neither the carrying vessels or aircraft, nor the United States, nor any agency thereof, shall be liable for any damage to said property, or for any failure to deliver said property to the owner or consignee thereof in the same quantity and in the same order and condition as when received by the initial depository vessel or aircraft, or for any delay in such delivery, or delay in delivery, if caused by the negligence of the United States or any agent thereof, or otherwise. I certify that required U.S. export customs clearances and necessary entry clearances into the foreign countries concerned have been obtained and that the appropriate certificates to that effect will accompany all cargo.

(Signature)

Enclosure (1)